

INTERNATIONAL LABOUR CONFERENCE
FOURTH SESSION
GENEVA — OCTOBER 1922

SUPPLEMENTARY REPORT
ON
ITEMS I AND II OF THE AGENDA

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PRELIMINARY NOTE

In the introductions to the Reports already issued by the International Labour Office on the two items on the Agenda of the Fourth Conference it was indicated that those Reports contained the replies of the Governments to the Questionnaires sent out by the Office on the items in question which had been received in time for their inclusion in the Reports concerned.

Since those Reports went to the press further replies to the Questionnaires have been received by the Office, namely, from the Governments of Brazil, Chile, Greece, and Kingdom of the Serbs, Croats and Slovenes. These replies are contained in the present supplementary Report.

The arguments and observations set out in these replies have for the most part already been expressed in the replies of other Governments which have been previously printed in the Reports on the two items of the Agenda. It would not therefore seem that the conclusions reached in the Reports already issued by the Office would require modification in the light of the replies contained in the present Report.

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FIRST ITEM ON THE AGENDA

(a) REFORM OF THE CONSTITUTION OF THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The proposals of the Governing Body submitted for the consideration of the Governments in the Questionnaire on this part of the first item on the Agenda were as follows :

1. “ The International Labour Office shall be under the control of a Governing Body consisting of 32 persons :

“ 16 representing the Governments
“ 8 “ “ Employers and
“ 8 “ “ Workers.

2. “ Of the 16 members representing the Governments, one each shall be nominated respectively by France, Germany, Great Britain, Italy, Japan and the United States of America.
3. “ The 10 other members representing the Governments shall be elected by all the Government Delegates at the Conference. Four members of the 10 shall belong to non-European States.
4. “ The members representing the employers and the members representing the workers shall be elected respectively by the employers’ Delegates and the workers’ Delegates at the Conference. Two employers’ members and two workers’ members shall belong to non-European States.

5. "The period of office of the members of the Governing Body will be years (*the period of office of the members of the Governing Body will require to be fixed at three or four years according as the Sessions of the Conference take place annually or once every two years*).
 6. "The method of filling vacancies and other similar questions, such as that of substitutes, may be determined by the Governing Body subject to the approval of the Conference.
 7. "The Governing Body shall from time to time elect one of its members to act as its chairman, shall regulate its own procedure and shall fix its own times of meeting. A special meeting shall be held if a written request to that effect is made by at least 12 members of the Governing Body.
 8. "The Governing Body may, when it considers that a question on its agenda is of particular interest to a State which is not represented on the Governing Body, invite the Government of this State to appoint a Delegate to take part in the discussions on this question, but without power to vote.
 9. "No one can be nominated as a member of the Governing Body or as a substitute if the State to which he belongs has not paid its contribution for the preceding year."
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BRAZIL

The reply of the Brazilian Government is as follows :

The Brazilian Government has examined with very great interest the various proposals with regard to the reform of the constitution of the Governing Body of the International Labour Office. It accepts in principle the proposal of the Committee on Standing Orders raising the number of members of the Governing Body to 32, that is to say 16 Government Delegates, 8 Employers' Delegates and 8 Workers' Delegates.

The Brazilian Government is of opinion that justice and expediency, as well as the furtherance of the task which the International Labour Office has set out to accomplish, require that in view of the universal character of the Organisation extra-European countries shall be more effectively represented on the Governing Body.

The Government entirely agrees to extra-European countries being proportionally represented in the three groups of which the Governing Body is composed so as to secure a better geographical distribution of seats on the Governing Body.

The Government welcomes the draft for the revised form of Article 393 of the Treaty of Versailles and in principle accepts it. The Government has to make reservations however with regard to the list of the six States which are to be represented as of *right* on the Governing Body.

The competence of the International Labour Organisation to deal with questions relating to agricultural labour was affirmed by 74 votes to 20, and the Government of Brazil is therefore of opinion that the Organisation cannot be complete without the direct and effective co-operation of the great agricultural countries the exports of which constitute *par excellence* the raw materials which have made possible the industrial development of the nations of the chief industrial importance.

The war rendered sufficiently apparent the economic importance of the part which agricultural nations are called upon to play in the field of production and therefore in the cause of social peace throughout the world.

Considering the close economic interdependence of the different countries, those which are essentially industrial are in a position of virtual subjection to the agricultural countries as regards the supply of foodstuffs and the output of their factories.

If then the International Labour Organisation is competent to intervene even in the sphere of agricultural production, it would only be fitting that agricultural countries should be represented in a more permanent and definite way under the reformed constitution of the Governing Body. The Brazilian Government further considers that account should be taken, not of "the States of the chief industrial importance", but rather of those which are on the whole of *essential importance vis-à-vis* the International Labour Organisation. By securing a more prominent place on the Governing Body for the young immigration countries, which are predominantly of the agricultural type, it may be supposed that the International Labour Organisation will be in a better position to find more reasonable and logical measures for solving the great problem of unemployment with whose ravages the working classes of the industrial countries are periodically visited.

The new wording of paragraph 2 of Article 393 makes very little change in the original composition of the Governing Body so far as the privilege of the countries of the chief industrial importance is concerned.

The Brazilian Government considers that at least one large essentially agricultural country *holding out to the unemployed immense possibilities in the matter of immigration* ought to be included on a *permanent footing* in the original composition of the reformed Governing Body, considering that by the reason of the very nature and scale of its output and more particularly of the numbers of its workers it would have an essential importance *vis-à-vis* the International Labour Organisation. The Brazilian Government, having in mind the agricultural output of the world and what this implies, namely the sum total of country-dwellers whose living is immediately derived from agricultural labour, proposes that the number of members directly appointed to represent Governments should be raised to seven.

GREECE

The reply of the Greek Government is as follows :

The Greek Government is of opinion that the period of office of the members of the Governing Body should be four years, in view of the fact that the Sessions of the Conference will be held once every two years, and that substitutes as well as the titular members of the Governing Body should be elected by the Conference.

KINGDOM OF THE SERBS, CROATS AND SLOVENES

The reply of the Government of the Kingdom of the Serbs, Croats and Slovenes is as follows :

In accordance with its reply to the same question at the time of the Third Session of the International Labour Conference and with the resolution adopted by the Conference in that connection, the Government of the Kingdom of the Serbs, Croats and Slovenes is, in principle, in agreement with the proposals made by the Governing Body to amend Article 393 of the Treaty of Versailles and recognises that an amendment of the present text of this Article is inevitable if the question of the reform of the constitution of the Governing Body of the International Labour Office is to be solved in an equitable way.

The Government of the Kingdom of the Serbs, Croats and Slovenes has to make the following observations regarding the details of the proposals referred to above :

1. The Government of the Kingdom of the Serbs, Croats and Slovenes accepts the proposal made in Clause 1. It considers that this proposal is calculated to remove the dissatisfaction of those States which cannot be included among the States of the chief industrial importance in virtue of Article 393 of the Treaty and consequently have not so far been able to take part in the work of the Governing Body of the International Labour Office. For this reason the considerable increase in the number of members of the Governing Body proposed under (1) must be considered as a measure of great utility. This proposal, without impairing the efficiency of the Governing Body, makes it possible for a much greater number of countries than have up to the present been represented on the Governing Body to take part in its deliberations and to exercise a direct influence on its decisions.

2. The Government also considers that the proposal under (2) is very expedient inasmuch as it decreases from eight to six the number of States having permanent representation on the Governing Body and at the same time increases the number of States whose representation on the Governing Body is to be determined by election. By this modification it will undoubtedly be possible to avoid any such dissatisfaction as is referred to above.

Similarly, the Government is of opinion that it is very desirable and practical to determine clearly which are the States having the right to permanent representation on the

Governing Body. In this way any disputes will be avoided which might be caused in consequence of the uncertainty as regards the States having a right to this privilege.

3. The Government has no objections to make as regards this paragraph. It is considered that it is unnecessary to set out at any length the special arguments in its favour, all the more so because the proposal is in harmony with a desire expressed by a great number of Members at the Third Session of the Conference. The Government wishes only to point out that it might be desirable to make clear the procedure for the election of the representatives of the ten other States. With a view to ensuring that all Members of the International Labour Organisation should have the opportunity in turn of taking part in the work of the Governing Body of the Office it is imperative that in paragraph 3 provision should be made for the election of these ten States by a system of rotation securing to all the States a right to be represented on the Governing Body in a given order. It might be possible temporarily to eliminate only those States which have not paid their contributions for the preceding year as well as those which have not fulfilled their obligations under Article 405 of the Treaty, but the system suggested should be organised in such a way as to guarantee representation on the Governing Body to States which have not obtained the same degree of economic development and to ensure that the places of a proportion only of the old members of the Governing Body should be filled at the end of each period of Office so that continuity in the work of the Governing Body might be maintained. By a procedure such as this it would be possible to avoid all the objections which have so far been made against a system of rotation.

4. No objections.

5. The period of office of members of the Governing Body should remain at three years. An increase would not be desirable because the consequence would be that the period during which various States would not be able to take advantage of their right to take part in the deliberations of the Governing Body would be prolonged — a situation which would undoubtedly cause great dissatisfaction to a large number of Members.

If such a system of rotation is to be satisfactory the only means of avoiding any abuses would be to lay down that the representative of no State may be re-elected before his turn as determined by the order of rotation as explained above.

6, 7, 8 and 9. No objections.

(b) PERIODICITY OF THE SESSIONS OF THE CONFERENCE

As was indicated in the introduction to the Report on the first item on the Agenda, the Governing Body was unable to recommend to the Conference any one solution for the question of the periodicity of the Sessions of the Conference, and decided to submit to the Conference the two solutions which had been contemplated.

The first of these two solutions consisted in re-wording the first paragraph of Article 389 as follows :

“ The meetings of the General Conference of representatives of the Members shall be held from time to time as occasion may require and at least once in every two years. ”

The second solution proposes that the present text of Article 389 be maintained, but with the suggestion indicated in the letter of the International Labour Office of 28 February that the Sessions of the Conference should be divided into two classes, alternating from year to year; on the one hand, those Sessions at which the Conference might be called upon to adopt Draft Conventions and Recommendations and, on the other hand, those at which it would only have to take note of the results already obtained and difficulties encountered in the application of its decisions and to settle any general questions regarding the working of the International Labour Organisation.

BRAZIL

The reply of the Brazilian Government is as follows :

The Brazilian Government has examined the proposal of Mr. Rüfenacht, the representative of the Swiss Government on the Governing Body, to substitute for the first sentence of the present Article 389 of the Treaty of Peace the following sentence : " The meetings of the General Conference of Representatives of the Members shall be held from time to time as occasion may require and at least once in every two years ".

The Brazilian Government considers that the annual periodicity of the Conference as established by Article 389 of the Treaty of Peace renders difficult the examination of Conventions with a view to their adaptation to extra-European countries, since general measures are not always easy of application in those countries.

Moreover, the distance of certain extra-European countries from the seat of the Conference (Geneva) puts them in a position of disadvantage as regards the periods prescribed for ratification, the replies to Questionnaires, etc.

It might perhaps be more desirable for the International Labour Conference to meet once in every two years except in exceptional cases.

The periodicity of one year is clearly too short for a careful study of the Conventions and Recommendations and the application of national laws based thereon, especially as national Parliaments are in the ordinary course of events overburdened with business and have to give their consideration to other equally important legislative proposals.

GREECE

The reply of the Greek Government is as follows :

The Greek Government supports the proposal made by Mr. Rüfenacht regarding the periodicity of the Sessions of the Conference, seeing that the Governing Body may convene the Conference from time to time as occasion may require.

KINGDOM OF THE SERBS, CROATS AND SLOVENES

The reply of the Government of the Kingdom of the Serbs, Croats and Slovenes is as follows :

The Government of the Kingdom of the Serbs, Croats and Slovenes is of opinion that the first point of importance is the fact that Governments and Parliaments of Members of the International Labour Organisation have been overloaded with work to be undertaken in order to give effect to Conventions and Recommendations adopted by the annual Sessions of the Conference, and that for this reason it has been extremely difficult for them to fulfil all the obligations inherent in Article 405 of the Treaty of Versailles. It is, consequently, not desirable that annual Sessions of the Conference should be called upon to adopt Draft Conventions and other international resolutions. On the contrary, it might be necessary to hold such Sessions of the Conference once in every three years in order to give the Governments of the States the necessary time to circumvent all the difficulties which stand in the way of ratification of international Conventions.

However, seeing that the International Labour Conference has also to deal with questions relating to the activities of the International Labour Office as well as questions regarding its internal organisation and its regular work and has to consider different technical questions which do not require the adoption of resolutions expressed in the form of Conventions or Recommendations, Sessions of the Conference might be convened more frequently. Considering that such questions often are of an urgent nature, it might be necessary for their examination that a special Conference should be convened exclusively for studying the means of solving such questions. For this reason the Government of the Kingdom of the Serbs, Croats and Slovenes is of opinion that Conferences of this class should be convened in the years in which a Conference of the former class would not be held. Thus Sessions of the Conference would be held every year, but they would deal with questions of a different kind, and in this way it would be possible at the same time to make the period of office of members of the International Labour Organisation on the Governing Body last for three years, but not longer.

SECOND ITEM ON THE AGENDA.

COMMUNICATION TO THE INTERNATIONAL LABOUR
OFFICE OF STATISTICAL AND OTHER INFORMATION
REGARDING EMIGRATION AND IMMIGRATION AND
THE REPATRIATION AND TRANSIT OF EMIGRANTS.

PART I.

The text of Part I of the Questionnaire addressed to the Governments was as follows :

1. Are you willing to send to the International Labour Office, if you do not already do so, at as frequent intervals as possible all available information of statistical or other nature concerning emigration, immigration, repatriation and transit of emigrants, including full particulars concerning the measures taken or contemplated in connection with these questions ?
 2. Would you be willing to forward this information at least every three months ?
 3. Would you be able to arrange that the information obtained could be forwarded within three months from the end of the period to which it relates ?
 4. Are you of opinion that these points should be embodied in a Draft Convention, or do you consider it preferable to embody them in a Recommendation ?
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BRAZIL

The Brazilian Government prefaces its reply by the following observations :

The Brazilian Government has examined the resolutions of the International Emigration Commission, which met at Geneva from 2 to 11 August 1921, concerning the various aspects of the problem of the protection of emigrants.

The Government has expressed its opinion on this question on more than one occasion, recognising the necessity through the medium of the International Labour Office of compiling an international documentation dealing with the countries concerned.

As a social phenomenon emigration is in its very nature primarily international; it is therefore not susceptible of detailed study from a purely national point of view. It is a question whose examination must necessarily call for the co-operation of, and take into account the views of, the Governments both of emigration and of immigration countries.

The Brazilian Government indicated its point of view on this matter at the International Emigration Commission and is glad to reply to the Questionnaire recently addressed to it by the International Labour Office on the several questions which are to be discussed at the Fourth International Labour Conference.

The reply is as follows :

1. The Federal Settlement Department under the Ministry of Agriculture, Industry and Commerce has for a number of months past communicated to the International Labour Office statistical and other information concerning immigration into Brazil.

2. The country is too extensive, communications are too difficult and the Settlement Department is too shorthanded for it to be able to give a formal undertaking in this connection. It is, however in a position to furnish information every three months with regard to the large ports of immigration, such as Rio de Janeiro and Santos, for which statistics are collected at the end of each calendar month.

3. The Brazilian Government replies in the affirmative. It considers that it is to its interest as an immigration country and its duty as a Member of the International Labour Organisa-

tion to render its readiest and most willing co-operation possible with other States for the solution of the problem.

4. It is considered that a Convention would better serve the end in view.

CHILE

The Chilean Government prefaces its reply by the following observations :

Before proceeding to reply to the Questionnaire, it is considered necessary to show that the problems connected with the migration of workers are of a special character in American countries.

As a matter of fact, the problem of emigration does not arise in Chile. Up to the present emigration on any considerable scale has been rendered impossible by the geographical situation of the country, the difficulty of transport, the nationalist character of the Chilean worker, the social and economic crises in countries of the South American continent similarly situated with Chile, and the imperfect development of neighbouring countries.

It is, however, considered that in a not too distant future very important emigration movements are likely to take place, for example to the north (the mines of Bolivia) and to the south (Argentine ranches in Patagonia).

Even at the present day there is a certain amount of emigration, but such emigration is by no means periodical or subject to any regulation, and it is not considered of any importance from an economic or juridical point of view inasmuch as emigrants at present do not make for other countries in order to obtain work or because they are impelled by an urgent need, but simply for the purpose of travelling the world or of making money or, as happens for example in the case of the Magallanes, merely to find more civilised towns to live in.

On the other hand, immigration may and will in the future be of the very greatest importance. Chile, however, is interested not only in the number of immigrants who may arrive, but also in the age, occupation, nationality, education etc. of such immigrants. Consequently, the Chilean Government is at the present moment examining not so much the preparation of statistics as more adequate legislation and regulation to deal with the problems raised by the immigration of workers.

Free immigration will probably never exist in Chile, firstly, because the Residence Act and the Health Code do not give permission to enter the country to foreigners "who do not

profess or are incapable of plying a trade or profession by which they can gain their livelihood" (1) or to persons "afflicted with chronic or contagious diseases or incurable organic troubles" (2).

At the same time a number of crises in the mining industry as well as the general economic crisis from which the country is at present suffering have up to the present made it impossible to find a solution for the problem of unemployment, and although employment exchanges find work without distinction for national and foreign workers, it would not be either just or logical to admit further workers who, on account of their superior industrial training, might take the place of unemployed national workers or might increase the social disturbance produced by thousands of unemployed workers whose position, in spite of the efforts of the Government, is a avowedly cirtical.

On the other hand, immigration of workers engaged on contract or so to speak selected would be a great advantage to Chile not so much on account of the new producing as well as consuming power thereby introduced as by the development which might thereby be caused of new industries or new methods capable eventually of finding work for workers at present unemployed.

New countries like Chile and the other countries of the American continent are virgin soil to which all the progressive influences in the world may easily be applied. There is no place here for protectionist legislation which gives incompetent nationals a preference over competent foreigners. Recently in Chile however opinion has been turning towards the adoption of laws to protect the mercantile marine and national industries. Up to the present in a large number of private enterprises foreigners have been more numerous than nationals not only as regards technical staff, but also in respect of the mass of workers. Attention has been drawn to this anomalous situation and it has been necessary to adopt legislation ensuring that only nationals shall be employed in certain industries, as is laid down for example in the case of the coasting trade, or that in other cases at least a minimum of 60 % of the situations shall be filled by nationals.

Moreover, the Government is examining with attention the possibility of providing complete regulations regarding emigrants with a view in the first place to avoiding any economic or social disturbance in respect of national industries, and secondly, in order to guarantee new arrivals fully against all risks or anomalies which might give them the impression

(1) Ley de Residencia (Residence Act), Section 1. Sub section 2.

(2) Codigo Sanitario (Health Code), Section 110, Sub-section 2.

for a certain time that they had left one situation for another more precarious.

A task of this nature, however, cannot be dealt with for a year or two, at any rate until the effects of the financial crisis of 1920-21 have completely disappeared and the conditions of commerce and industry have become once more normal in European countries affected by post-war problems.

The reply is as follows :

1. The Chilian Government accepts entirely the proposal that it should communicate to the International Labour Office all information which it has available concerning emigration and immigration.

The emigration service, however, has been disorganised since 1912 and the Government must wait until the new Act is put into force to regulate the situation. This Act will be adapted to the principles formulated by the Office.

2 and 3. On account of the fact that the emigration service is being reorganised it would be impossible for the moment to furnish statistical information for the periods proposed, but it is considered that as soon as the above service has become normal again it will be possible to supply the Office with statistics at the periods proposed and with all due regularity and despatch.

4. In view of the fact that the different regulations relating to emigration, immigration and transit of emigrants are dependent on the special conditions of each country, it is considered that the only points on which provisions should be inserted in a Draft Convention are those which do not fundamentally modify the administrative arrangements established in the various countries.

GREECE

The reply of the Greek Government states that the Government finds no difficulty in accepting the classifications proposed by the Office, but that it prefers a Recommendation for this item on the Agenda.

KINGDOM OF THE SERBS, CROATS AND SLOVENES

The replies of the Government of the Kingdom of the Serbs, Croats and Slovenes to the first three questions contained in this Part of the Questionnaire are in the

affirmative. With regard to the fourth question the Government States that it would prefer the form of a Recommendation.

In its letter communicating its replies to the Questionnaire on the second item on the Agenda the Government gives certain information concerning the situation in the Kingdom as regards the matters dealt with in this Part of the Questionnaire which it may be of interest to quote :

By authorisation of the Ministry for Social Affairs, the Emigration Office at Zagreb has lately begun to communicate to the Office every month statistical tables relating to emigration from the Kingdom of the Serbs, Croats and Slovenes, and would be prepared in a short time to furnish the Office regularly with similar statistical tables relating to repatriation of emigrants.

As soon as the general Emigration Commissariat is definitely constituted which was created under Article 107 of the Finance Act of 7 February 1922 to take the place of the above-mentioned office and to extend its functions so as to cover the whole territory of the Kingdom of the Serbs, Croats and Slovenes, other statistical tables relating to emigration will also be communicated to the Office regularly. These tables will cover emigration from the Kingdom to countries of continental Europe, immigration from trans-oceanic and European countries into the Kingdom and the movements of migrants in transit through the Kingdom. Up to the present very little attention has been paid to these three classes of migration for the following reasons : the legislation of the Kingdom concerning emigration regards as emigrants only those persons who leave for trans-oceanic countries: emigration to European countries has always fallen behind emigration to trans-oceanic countries, and the transit of emigrants has only lately begun to increase to any extent, while immigration into the Kingdom has, up to the present, been of no importance.

In order to complete this information, reports on important matters with regard to emigration, transit and immigration as well as texts of laws, decrees and regulations in connection therewith will also be communicated to the International Labour Office.

PART II

The text of Part II of the Questionnaire addressed to the Governments was as follows :

1. Are you prepared to communicate to the International Labour Office the total number of emigrants and immigrants who traverse your frontiers, with information presented in a uniform manner as to their age, sex, family condition and occupation ?

2. Are you prepared to adopt the following classification with regard to age ?

Up to 15; from 15 to 55; above 55.

If not, what classification do you propose ?

3. Are you prepared to adopt the following classification with regard to family condition ?

Single.

Widowed, divorced or separated.

Married persons emigrating alone.

Married couples emigrating together or with their children.

If not, what classification do you propose ?

4. Are you prepared to adopt the following classification with regard to occupation ?

(a) Agricultural occupations.

(b) Unskilled industrial workers.

(c) Skilled industrial workers.

(d) Commercial occupations.

- (e) Other occupations.
- (f) Persons without occupation.

If not, what classification do you propose ?

5. Are you of opinion that information should be supplied on other points than those indicated in question 1 ?

6. Are you prepared to supply the above information (questions 2-5) separately for your nationals and for aliens ?

7. Are you prepared to communicate to the International Labour Office the total figures for emigrants and immigrants traversing your frontiers, with indication as to their country of origin and country of destination ?

8. Are you prepared to compile the above statistics for each calendar month ?

9. Are you prepared to communicate these statistics for each quarter, i.e. on 1 January, 1 April, 1 July and 1 October ?

10. In the event of the Conference adopting a Draft Convention or Recommendation concerning the communication of statistical and other information regarding emigration, are you of opinion that this Draft Convention or Recommendation should contain clauses providing for the communication of the above-mentioned statistics ?

BRAZIL

The Brazilian Government prefaces its reply by stating :

The Brazilian Government is in general agreement with the suggestions advanced by the International Labour Office.

With regard to the uniformity of statistical tables, the scheme suggested by the Italian Government seems greatly to simplify the systemisation of the most important particulars the possession of which is essential to an examination of the phenomena of migration. The adoption of a standard scheme which might be applied by all countries would considerably facilitate the comparative study of statistics, affording a convenient index to the direction and scale of migratory movements.

In view of the conditions peculiar to each country it remains to be seen whether any standardisation could be applied to all the States.

The reply of the Brazilian Government is as follows :

1. Brazilian statistics are arranged according to age, sex, family condition, nationality, and the places from and to which immigrants and emigrants are proceeding who disembark or embark in the ports of the Republic.

With regard to the case of land frontiers, the Settlement Department possesses no Service of its own, statistical information being collected by the Customs officers. There is, however, little transit of workers in either direction and what there is affects almost exclusively the Republics of Uruguay, Argentine and Paraguay.

The Brazilian Government is quite prepared to communicate to the International Labour Office the total figures of immigrants and emigrants passing through its sea-ports, where the statistical service is directly under the Settlement Department.

2. If it is in the general interest the Brazilian Government would be glad to adopt the classification proposed by the International Labour Office. It believes, however, that preference might well be given to a classification based upon the social and economic value of the emigrant, in view of the considerable influence of the migration of workers upon the labour market both in emigration countries and in new countries.

Up to now Brazil has followed the classification mutually agreed upon with navigation companies and which classes emigrants according to the cost of their passage, this varying according to age.

3. Perhaps it would be more simple to retain the following classification which is already in general use and differs from the foregoing only in the naming of the groups: unmarried persons, widowed, divorced and separated persons, married couples emigrating alone, married couples emigrating with their family.

4. The proposed classification seems entirely satisfactory.

5. The answer is in the negative.

6. The Government considers that this would be difficult.

7. There is, strictly speaking, no transit of emigrants across Brazilian territory.

8 et 9. The answers are in the affirmative.

10. This question will it would seem require further examination at the Conference.

CHILE

Note : see reply to Part I.

The reply of the Chilean Government is as follows :

1. As is indicated in the replies to the first part of the Questionnaire the Chilean Government accepts the scheme proposed by the International Labour Office, with the same reservations as were made in the above reply. It may here be remarked that the classification by age, sex, family condition and occupation is similar to that followed in Chilean statistics from 1893 to 1912.

2. As regards age, Chilean statistics prior to 1912 placed the dividing line at 12 years. As a result emigrants are classed in two divisions according to whether they are under or over 12 years of age, and children falling within the second category are again divided into 2 classes : one comprising those above and the other those below one year of age.

At the same time 14 years having been in principle accepted as the minimum age for admission to work the Government considers that, both in order to avoid multiplication of difficulties and unnecessary complexity in the statistics, and also

because it would be unsound officially to look for or to admit workers of an age beneath the legal limit observed in most countries, the dividing line ought to be fixed at 14 years.

In regard to the maximum age, the Chilian Government considers that although 50 years is the limit accepted by most insurance companies the age suggested by the International Labour Office might furnish a basis for arrangements of an international character. It is therefore considered that the following classification for age might be adopted: up to one year, 1 to 14, 14-55, over 55.

3. The third question calls for a special enquiry.

The civil condition of immigrants is of immense importance, from both the social and the moral points of view, especially in the case of immigrants who intend to settle permanently in the country to which they emigrate. Nevertheless, the existing diversity between the national legislations of the several countries at present precludes the establishment of a universal standard.

Statistics ought therefore to be restricted to a statement of the civil condition of immigrants (single persons, married, and widowed persons) in their respective countries at the time of their departure.

In other cases a problem may arise, for instance, in the case of countries where divorce is not recognised. May a divorced person immigrating to such a country there contract a new marriage? On the other hand, may a person proceeding from such a country to one where divorce is recognised repudiate a marriage contracted in his own country?

The moral and social consequences of this state of things are evidently very important, and in general depend upon the international principles observed in the countries in question regarding emigrants, whether, that is to say, these countries recognise "personal status" under which the immigrant brings his legal status with him, or whether they recognise "real status" under which the newcomer is subjected to the law of the country in which he settles.

Confining itself for the present to the terms of the enquiry, the Chilian Government considers the classification proposed by the International Labour Office complete enough, but thinks that separate statistics ought to be compiled on the one hand for workers and individuals emigrating without their families, and on the other hand for families emigrating from one place to another. As a matter of fact the worker who emigrates accompanied by his family gives much better promise of becoming a permanent settler than the worker who emigrates without leaving any family behind him, or leaves his country in the

hope of finding a situation which will permit of his returning to fetch his dependents.

Conditions of work, the necessary legal protection and the actual nature of each case seem to the Chilean Government adequate reasons for justifying the establishment of separate statistics for families and for individuals. Work in certain spheres, as for instance in the mines, which would be suitable in the case of an individual, might be prejudicial to the well-being of a family. Conversely, in the case of occupations such as agriculture, the individual who emigrates by himself, though he may possess the necessary technical qualifications, has less prospect of success and is less likely to become assimilated and to settle down in a country than the immigrant who brings with him his family, his goods, and his implements, and who by his work and his demand for the necessities of life contributes proportionally more to the prosperity and progress of his new country.

4. The Chilean Government has not up to the present followed any systematic classification of occupations. Generally speaking, the occupations of immigrants have simply been classified in alphabetical order.

The Government considers the classification proposed by the International Labour Office to be most suitable, and that results might immediately be obtained if it were divided into two main groups : (a) persons or families with a trade or occupation; agriculture, industry, mining, commerce, other forms of manual labour, and unspecified occupations; (b) persons or families not having any trade or occupation.

The merit of this slight change would be that it would make it possible to determine quickly the number of desirable immigrants and the nature of their usefulness and to make a distinction between such immigrants and those with no particular qualifications who are simply on the look-out for work and drift aimlessly from country to country. In both cases the Government naturally refers to free emigration and free immigration. Individuals falling within group (b) are in fact only very occasionally found among immigrants engaged by contract.

5. In the opinion of the Government, perhaps owing to its inexperience in these matters, the particulars submitted by the International Labour Office appear to be as complete as possible.

6. Question 6 also calls for a special enquiry.

Emigration and the departure of Chilean workers for other countries is of very rare occurrence in Chile, yet there are at the present moment no fewer than 15,000 Chilean workers

in the various countries of the world. If it is only a question of compiling statistics the same rule might perhaps be followed as in the case of immigration; but if it is desired to form or to convey an exact idea of the situation or of the legal condition of nationals and of aliens, the suggested classification gives rise to great difficulties in the case of Chile as of other new countries.

Movements within the country may to begin with be disregarded.

In Latin countries the industrial classes, both workers and employers, are on the whole neither very highly organised nor very enterprising. This explains why, in big industrial crises, they leave everything to the State. At the same time in certain parts of the country extensive mining, agricultural and industrial districts remain entirely unexploited. Hence nationals who leave the country in search of work do so without urgent necessity since their own country offers an adequate field of action for new enterprise. It is this want of enterprise indeed which intensifies the unemployment problem. On the other hand it is the countries of great industrial importance, such as Germany, the United States, Great Britain and so on, which attract the majority of Chilean workers, despite the fact that other countries such as Argentine, Spain and Italy offer them higher salaries and easier conditions of life.

7. All the statistics which have been compiled in Chile up to now indicate the country of origin of immigrants. It has thus been possible to determine that 69 per cent of the immigrants are of Anglo-Saxon or Teutonic origin — English, German, Swedish, Danish and so on — the remainder being of Latin origin. This percentage does not, however, show that any one country is more favoured than another. France in fact provides 19 per cent of the immigrants, Germany 19 per cent, Spain 17 per cent, England 17 per cent, Italy 13 per cent, the Netherlands 7 per cent, Belgium 4 per cent, and other countries 4 per cent.

For the reasons mentioned above it has been impossible to determine the country of destination of Chilean emigrants.

8. As already stated it has only been in the course of the present year that the Chilean Government has begun to deal with the question of establishing a complete up-to-date system of emigration and immigration control. Hence in view of the reorganisation of the existing department of immigration and colonisation it is not possible at the moment to furnish monthly statistics. The old statistics of 1893-1910 were published monthly.

10. The Government considers it impossible to exercise a general control over the movements of workers without uniform statistics regularly published by all countries. It therefore considers that the text to be adopted — whether a Convention

or a Recommendation — should include a special clause fixing the minimum amount of statistical information which must be communicated for every country as well as the form and the periodicity of its communication.

The Chilian Government concludes its reply by the following observations :

The Government considers that it ought to be clearly laid down that the function of the International Labour Office as regards problems which so closely affect the world's peace and the conditions of its workers, ought not to be merely that of a spectator or a compiler of statistics, but rather that of a controlling organisation authorised to exercise a close supervision, attending to the present needs of each country, seeing to the fair treatment of workers who are obliged to leave their own country to find work elsewhere (allowance being made for the various systems of legislation in force), and empowered to approach Governments for the purpose of securing the repatriation of emigrants unfavourably situated.

The Chilian Government ventures to express the view that the International Labour Office ought also to initiate a propaganda campaign for the improvement of the economic position of the consular services and for enabling every consulate to have available means of providing quarters and assistance for those of its nationals who apply to it when in difficulties in their search for work. It might also be arranged that on the recommendation of the Consul-General for any given country foreign workers might be employed in public and governmental works upon the responsibility of the consulate in question.

GREECE

See reply to Part I of the Questionnaire.

KINGDOM OF THE SERBS, CROATS AND SLOVENES

The reply of the Government of the Kingdom of the Serbs, Croats and Slovenes is as follows :

1. The answer is in the affirmative.
2. As to the age of emigrants and immigrants it might be preferable to take as a basis of classification the following four groups :

Up to 18,
18 to 30,
30 to 50,
Over 50.

In this way the first group would comprise young persons who contribute nothing to production, the second persons of the most productive age, the third older and steadier emigrants and immigrants for the most part coming back from over-seas or again returning thither, and, finally, the fourth group would cover emigrants of fairly advanced age who are for the most part on their way to rejoin their sons or daughters.

3 and 4. The answers are in the affirmative.

5. The answer is in the affirmative, provided that the number and the nature of these questions do not call for the creation of a supplementary statistical department.

6. The answer is in the negative, it being impossible to communicate the particulars referred to in questions 2 and 5 separately for nationals of the State collecting the information and for aliens residing there, the latter not being strictly speaking emigrants and hence not appearing in the registers kept by the emigration authorities.

7, 8, 9 and 10. The answers are in the affirmative.

PART III.

The text of Part III of the Questionnaire was as follows :

1. Are you of opinion that statistics concerning emigration should be drawn up on bases permitting of international comparison ?

2. Are you prepared to examine with the collaboration of the International Labour Office the possibility of arriving at an agreement as regards the definition of an emigrant, the provision of a uniform type of identity paper to emigrants and the method of recording information for emigrants with such other countries as may judge the examination of such a possibility desirable ?

3. Are you of opinion that the Draft Convention or Recommendation concerning the supply to the International Labour Office of statistical or other information with regard to emigration should contain a provision recommending the above course ?

BRAZIL

The reply of the Brazilian Government is as follows :

1, 2 and 3. The answers are in the affirmative.

Every country where peculiar conditions prevail must evidently look to its own requirements and make use of special statistical methods. Nevertheless, the Brazilian Government believes that it will be possible to reach agreement on fundamental points which apply equally to all countries with regard to the chief particulars to be collected and the means of making them susceptible of comparison by adopting uniform general rules in their collection, for instance, as regards :

Definition of emigrant,
Classification by age, sex, civil condition and occupation,
Means of proving identity.

The Governments concerned might indeed be asked to take a certain amount of trouble. Where Governments are associated together and have interests in common they should not keep too narrowly to national points of view.

The simplest, most practical, reasonable and least laborious methods could be indicated by professional statisticians guided by the experience already gained in a number of countries. A simple scheme universally acceptable should be sought.

GREECE

See reply to Part I of the Questionnaire.

KINGDOM OF THE SERBS, CROATS AND SLOVENES

The reply of the Government of the Kingdom of the Serbs, Croats and Slovenes is as follows :

1. The answer is in the affirmative.

2. The answer is in the negative. Although it would be to the general interest of all the States and especially to the very great advantage of the International Labour Office if



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a uniform identity card for emigrants and the use of common methods of recording statistical information were introduced, the adoption of a uniform definition of emigration is considered absolutely impossible in view of the indisputable fact that in consequence of the existing diversity of social conditions the type and therefore the accepted notion of an emigrant varies from country to country. The result is that the term emigrant has a different meaning in each country and it would never be possible to secure agreement between all countries, seeing that interests and therefore general policy regarding emigration differ as between countries of emigration and immigration and even as between the several countries in these two groups.

3. The answer is in the affirmative, except as regards a uniform definition of the term emigrant. It would be useful, instead of defining the term, to set out the fundamental differences of meaning as between the various countries.
